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ABSTRACT

Meta-megapolicy, a concept mix of the policy sciences discipline, is viewed as central to attempts at improving public policy-making. Rooted in the prevailing societal values, public policies are envisioned as the result of a policy-making process in which megapolicy is utilized to determine the needed changes in policy, and metapolicy is utilized to sharpen the focus of megapolicy. A conceptual framework, in the form of a five dimensional developmental construct, is presented that may enhance the policy-making process in such public sectors as education. The five dimensions of the construct allow each policy-maker to choose the specifics within each dimension that are pertinent to the policy issue of the policy-maker's choosing. Implications for policy-making and for the policy sciences are examined. (Author)

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TOWARD THE IMPROVEMENT OF PUBLIC POLICYMAKING:

A Policy Sciences Developmental Construct

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TOWARD THE IMPROVEMENT OF PUBLIC POLICYMAKING:

A POLICY SCIENCES DEVELOPMENTAL CONSTRUCT

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of the

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ABSTRACT

Meta-megapolicy, a concept mix of the policy sciences discipline, is viewed as central to attempts at improving public policymaking. Rooted in the prevailing societal values, public policies are envisioned as the result of a policymaking process in which megapolicy is utilized to determine the needed changes in policy, and metapolicy is utilized to sharpen the focus of megapolicy. A conceptual framework, in the form of a five dimensional developmental construct, is presented which may enhance the policymaking process in such public sectors as education. The five dimensions of the construct allow each policymaker to choose the specifics within each dimension that are pertinent to the policy issue of the policymaker's choosing. Implications for policymaking and for the policy sciences are examined.

FOREWARD

Of recent, and especially in the latter half of the 1970's, the process and product of public policy making in general, and educational policy making in particular, has become of foremost concern to educators, politicians, stakeholders, students and the public. The concern over educational policy making at all levels is evidenced by the numerous governmental commissions in education, the 1976 OECD Report on "Reviews of National Policies for Education" in Canada, the debate over the quality and standards of basic and secondary education, the rise of conflicting ideologies and philosophies of education, the struggle for a more equitable means of financing education, the search for a more "certain and predictable" technology for meeting identified student needs, the frequent attempts to develop meaningful and significant teacher and administrator training programs, and the introduction of a more rigorous approach to planning and evaluation, to name a few. The debate over, and resolution of these and other major educational issues depends, to a great degree, on the improvement of the process (meta-policy) and product (mega-policy) of policy-making in education; hence this paper.

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INTRODUCTION

Of late, enlightened intellectuals have commented rather pointedly upon the tenuous state of present public policymaking. A case in point is the field of education where Williams (1975:1) has observed:

> Constantly our quest for improved mechanisms and bases for policy development in education continues. However, our success in efforts to rationalize these processes and to demonstrate their impact has been woefully weak.

Stevenson (1975:7) addressing the same issue commented:

> The structural and procedural nature of policymaking and its implementation has not changed fundamentally except that like public education in its entirety, this process too has become more cumbersome and qualitatively less effective.

However, the problematic nature of policymaking is not unique to education alone; the policy sciences are most concerned about the quality of the policymaking process. According to Jantsch (1970:32):

> . . . we . . . remain locked into the powerful dynamics of linear thinking and action if we don't learn how to regroup our values and norms in a way that will enable us to cope effectively with the problematic situations arising from the dynamics of complex social systems. Society is in desperate need of policy-making in this sense and of the rational creative process leading to the purposeful design and implementation of policies.

Clearly, there is a need for improvement in policymaking. The direction taken by such improvement should ultimately affect the quality of the product of policymaking, namely the policies of a policymaking process.* The purpose of this paper is to present a

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* Policies of a policymaking process are taken to be public policies. Stringham operationally defines public policy as "a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention and pattern for taking action" (1974:17). Bossetti (1973) maintains that in addition, public policy must be problem-centered.

design for a developmental construct which would facilitate improvement in public policymaking as well as to advance the knowledge of the policy sciences discipline. Such a construct should become a tool for systematic analysis of public policymaking, a basis for the criteria and standards necessary for policymaking evaluation, and a guide for generating effective proposals for improvements that are deemed desirable (Dror, 1968:130). Since the improvement of the policymaking process is subsumed within the discipline of policy sciences, Dror (1971b:139) postulated that the advancement of policy sciences can best be realized through meta-megapolicies.

META-MEGAPOLICY: A CONCEPT MIX

Meta-megapolicy as a concept mix (Dror, 1971a:164) cannot be defined in an arbitrary way if it is to have a meaning which can emerge in reality. Neither is it enough to simply combine the concepts of metapolicy and megapolicy in an arbitrary sequence. A conscious attempt to bring the concept mix into sharp focus should explicate the interdependent relationships between metapolicy and megapolicy. This necessitates the generation of a conceptual framework which incorporates the concepts of metapolicy and megapolicy.

Definition of Metapolicy

Metapolicy is policy on how to make policy. According to Dror, metapolicy is a "critical contribution of the policy sciences to better policymaking, in addition to constituting an essential dimension of the study and understanding of policymaking as a behavioral phenomenon" (Dror, 1971b:74). Characteristic of metapolicy is the inclusion of

policymaking system structures, process patterns, personnel, inputs and outputs.

Definition of Megapolicy

Megapolicy refers to master policies which deal with overall goals, basic assumptions, conceptual frameworks, policy instruments, implementation strategies and similar interpolicy directives (Dror, 1971a:164).

The Meta-Megapolicy Paradigm

To develop the developmental construct on the basis of the meta-megapolicy concept mix, it is essential to view the policymaking process from the point of view of social and political change. Public policies are designed to induce changes in society (Dror, 1968:12-17). Each public policy is an attempt to induce changes in patterns of interaction between and within individuals, groups, or institutions. The approach of the policy sciences is new in that it is guided by the state of the environment and by the dynamics of environmental systems--in other words by acts of human free will to shape the environment (Jantsch, 1970:42). With this perspective of the change process (Smith, 1973:202), the process of societal change can be employed to depict rather cogently the interdependent relationship in meta-megapolicy, and should give insights into the policymaking process. A paradigmatic schema is presented in Figure 1.

Generally, in any societal change process, the initial phase is what Dror refers to as "Processing Values." He holds:

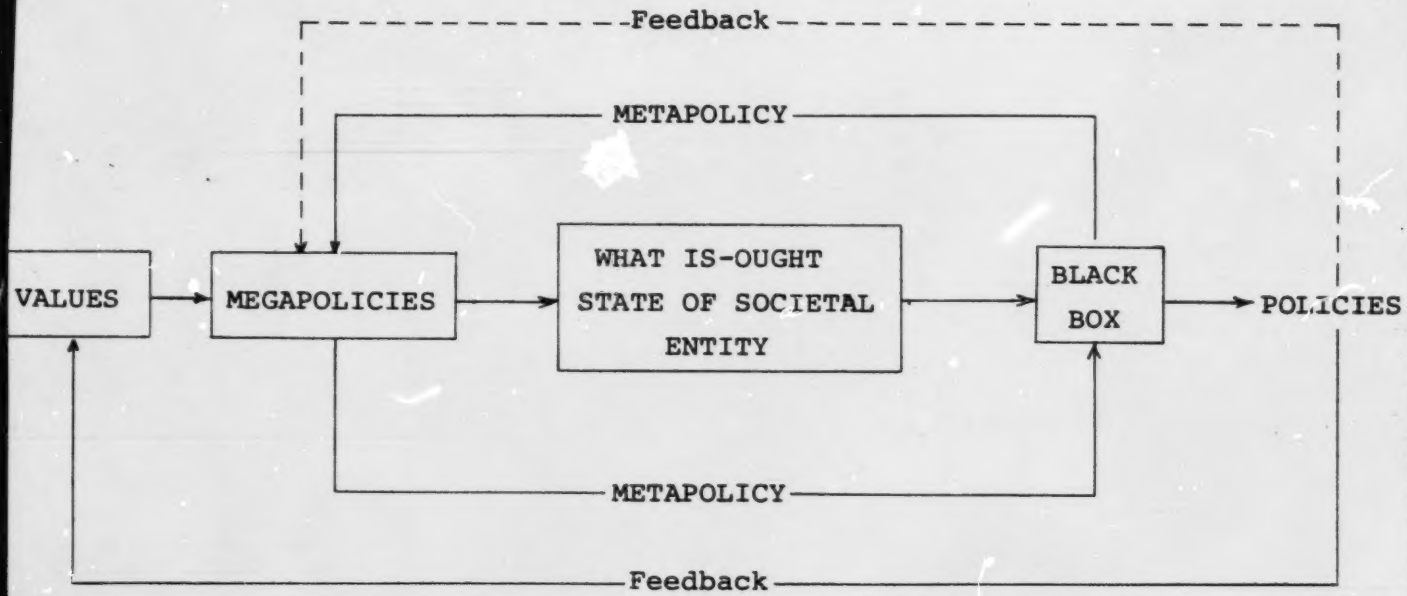

Figure 1

META-MEGAPOLICY: A CONCEPT MIX

> Every society . . . has a general reservoir of values that change constantly and that differ in the degrees to which they are conscious, intensely held, realistic, or backed up by power in their structure and formality, and in the way they are distributed. These different "raw" values can be mutually independent, mutually reinforcing, contradictory, or anywhere in between. In their raw form they are not very useful for evaluating problems or formulating goals for public policymaking; for such purposes they must be ordered and made specific (Dror, 1968:164).

The processing of values, which incorporates their specification and ordering, gives rise to societal aspirations or future positions to which it wishes to subscribe. This, then, should result in the identification of goals and goal priorities. Stringham (1974:38) indicates that a result of processing values may well be megapolicy--the master policies, the overall goals or goals of the goals of the organization--which is a prerequisite to meta-policymaking. Here he also refers to a synonymous process he terms metagoal setting. Bennis, in referring to metagoals, defines them as "supra-goals which shape and provide the foundation for the goal structure" (Bennis, 1966:152). Megapolicy, having been well enough considered, can then be used to jointly reference directional questions concerning objectives at all levels of an organization. Megapolicy, or the overall goal structure, in turn generates an interplay between the goals or aspirations and the perceived attainment levels which logically leads to a what is-ought state of a societal entity as depicted in the paradigm. That is, there results a discrepancy--a gap or mismatch--between what the societal entity desires or wants (ideally) and what it perceives to actually have (in reality).

The discrepancies, once identified, can then be fed into the proper policymaking structure of the organization to formulate policy that might remedy the identified discrepancy ("policy" component of

Figure 1). In essence, policy ". . . judgments reflect[ing] complex interactions of societal measures . . . and value systems" (Amara, 1972: 61)--resulting from the policymaking process reflects an attempt to reduce the what is-ought discrepancy.

It is important to note the role of policy in creating a closed loop (feedback loop from "policy" to "values" as illustrated in Figure 1) out of the social change process; the process is thus iterative, with the end result of one cycle serving as the basis for the start of another. Amara cautions, "No implication should be drawn that the process operated linearly" (Amara, 1972:60) from values, megapolicy, what is-ought societal entity discrepancies and the policymaking process to policies. "The emphasis is rather on an understanding of the means-end-relationships necessary in defining and modifying values, megapolicy, and attainments in response to perceived and projected social outputs (Amara, 1972:60-61)."

If the policymaking process is to remain dynamic, as well as to actually improve policymaking and the subsequent results, ". . . major operations [are] needed to design and manage the policymaking system as a whole and to establish the overall principles and rules for policymaking" (Dror, 1968:164)--this process being metapolicy. The implication here is that metapolicy deals not with distinct policies but with policy on policymaking, and thus can apply equally well for megapolicy (Stringham, 1974:38). Metapolicy provides the structures, process patterns, personnel, inputs and outputs to the policymaking process, as shown in Figure 1.

The "policymaking process," viewed as a "blackbox" by policy

scientists (Dror, 1968:21), but shown by the "white box" in Figure 1, is central to the meaningful functioning of the Meta-Megapolicy Paradigm. It is within the "policymaking process" that policies are analyzed, formulated, strategized and operationalized or realized to alleviate the discrepancies that are perceived to exist between the actual and ideal state of a societal entity. These policies are reflective of the existing value system and subsequent megapolicy. In essence, the decisions and follow up action and activities regarding all the above, take place within the "white box" of the "policymaking process." Generated within this policymaking process are metapolicies which sharpen the focus of megapolicies. As well, it is important to note that these megapolicies help guide the policymaking process, as depicted by the feedback loop from the "white box" to megapolicies, and again, via metapolicy to the "policymaking process" in the "white box" in Figure 1. By generating metapolicy, the policy on policy-making is improved. It is clear, then, that this paradigm assists in explaining, and consequently operationalizing improved policymaking. Therefore, accommodation of the meta-megapolicy concept mix, as illustrated in the paradigm, clearly makes the case for the central place of meta-megapolicy in the following exposition of the developmental construct.

TOWARD A META-MEGAPOLICY DEVELOPMENTAL CONSTRUCT

Developmental Construct Rationale

If the emerging policy sciences discipline is to attain its goal of improving the policymaking process and product, then a conceptual framework for explaining and operationalizing is necessary. As Jantsch

succinctly states, "Policy sciences have not yet found a viable conceptual framework" (Jantsch, 1970:31). This paper proposes to develop this required conceptual framework through a developmental construct.

The reason for using a developmental construct is that it proposes an orderly way of revealing the contours of reality (Lasswell, 1971:67). The construct enables the policy maker, as well as the policy analyst, to find his way through the complexities of the total situation in which he operates in a logical and systematic fashion, rather than "muddling-through." As a technique, the developmental construct concentrates on fundamental features of the entire policymaking context: ". . . it describes the important states of affairs of the past and future and hence provides criteria for examining contemporary changes as movements toward or away from selected initial or terminal patterns" (Lasswell, 1971:68). Further, Lasswell suggests that a developmental construct is temporary and explanatory: it is prepared in the light of current knowledge and continuously expands as knowledge expands (Lasswell, 1971:68). In order to be effective, a developmental construct must be totally inclusive, i.e., it must account for the entire policymaking process in an explanatory sense as well as the operationalization of policymaking.

Developmental Construct Parameters

In order to account for the policymaking process in a comprehensive manner, a developmental construct must respond to seven questions which define the construct parameters.* One parameter is

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* The seven questions forming the parameters were identified in a "sounding board" meeting between the writers of this paper and Mr. J. Ilavsky and Mr. K. Sullivan on May 7, 1975.

"who"; "Who participated in the policymaking process (policymaking is used here to denote policy formulation, strategization and implementation)? Another consideration is "why," i.e., why is the given policy issue in question being considered? The "why" parameter is synonymous to the meta-megapolicy of any public or private organization. As well, a developmental construct must answer the question of "where," i.e., in what arenas was the policy formulated, strategized and/or operationalized? Further, another key consideration is the time frame, that is, "when." The construct must also address the question of "what levels or stages" must the policymaker go through in order to effect design and implementation of policy through a rational creative action process? (Jantsch, 1970:38). Finally, the question of "how?" and "to what effect?" must be included in the construct parameters. The "how" relates to input factors and the process required for policymaking while "to what effect" is concerned with the results. The essence of the above seven questions, which form the construct parameters, must be contained within the body of a developmental construct if the construct is to serve a useful purpose in explaining and operationalizing policymaking.

Identification and Definition of the Developmental Construct Dimensions

As a result of identifying the parameters, a developmental construct consisting of five dimensions is proposed in Figure 2: (1) functional relationship levels, (2) arenas, (3) time frame, (4) participants, and (5) systems context. It is suggested that this five dimensional construct will assist the policymaker in finding

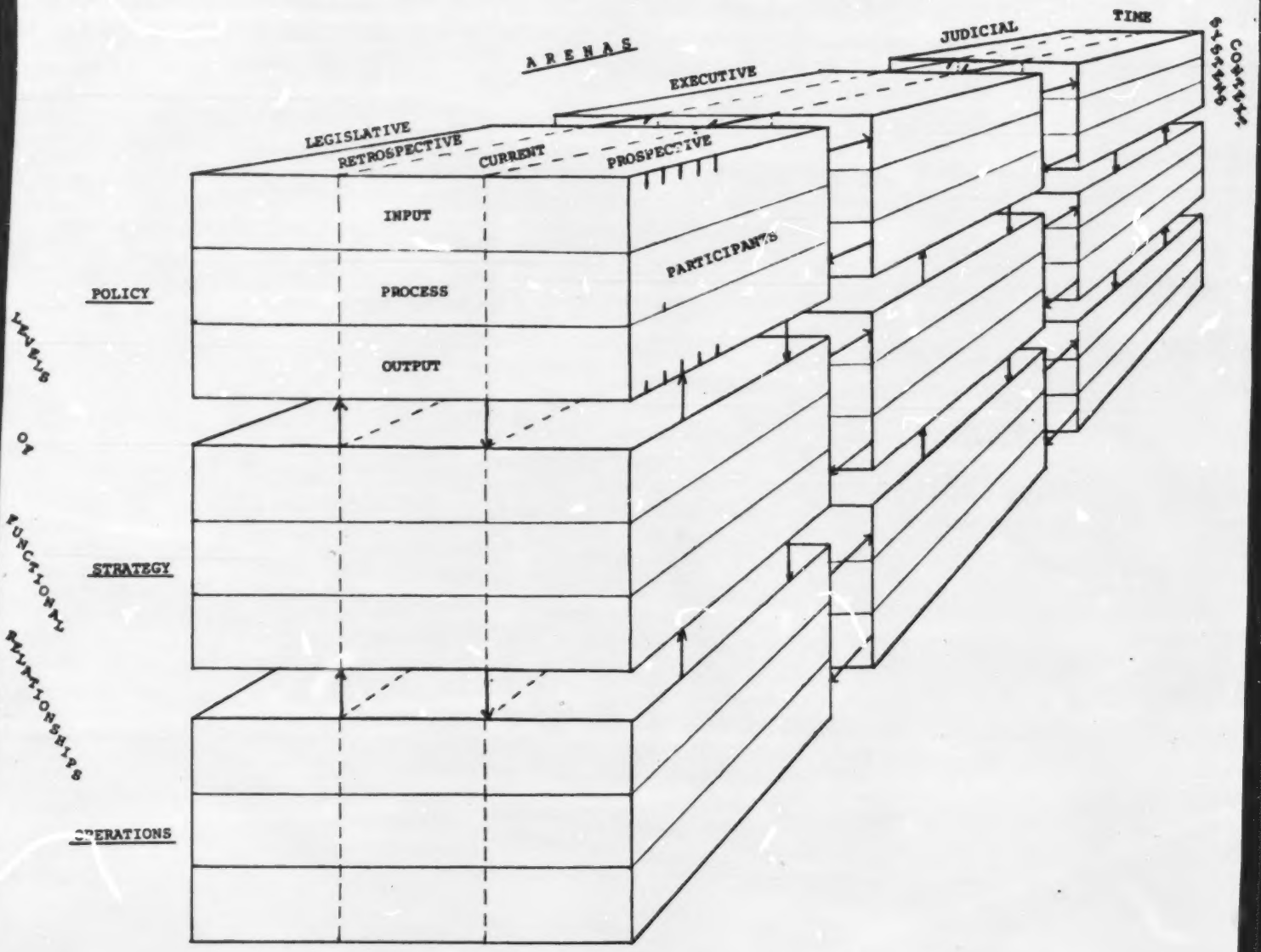

Figure 2

Policy Sciences Developmental Construct for
the Improvement of Public Policymaking

his way through the complexities of the situation in which he operates.

Functional relationship levels may best be defined as levels of abstraction for structuring and unfolding the rationality of creative action (Jantsch, 1970:39). Simply stated, functional relationship levels are those levels or stages of activity that must be gone through in order to effectively translate existing societal values and norms into meaningful policy (Jantsch, 1970:39). The functional relationship dimension relates to the parameter of "at what level or stage?"

An arena is a situation in which officials are involved (Lasswell, 1970:8). Since policymaking can take place in one or more environments or situations, identification of these environments or situations within the developmental construct would determine the "where?" of policymaking.

The time frame is the third important dimension and as such answers the question of "when?" Time is best conceived as the time context of policymaking ranging from an arbitrary defined point in the past, retrospective, to another arbitrarily defined point in the future, prospective (Stringham, 1974:37-56).

The functional relationship levels, arena, and time frame dimensions are the overriding dimensions of the construct and as such, give rise to its three-dimensional form as shown in Figure 2. Two other factors, participants and systems context, need to be considered within the three major dimensions in order for the construct to meet the parameter requirements, and hence to facilitate actual policymaking and analysis. No effective policymaking can be accomplished without considering the systems context of activity. Consideration of the

systems context dimension enables assessment of the "how" (input and process) and "to what effect" (outputs) of policymaking. Participants are all those who interact in policymaking in various arenas, at different functional relationship levels at any point in time.

Specifications of the Dimensions

Arena. Policymaking ultimately occurs in one of three arenas of government activity. Public policy is made within the legislative, the executive, and the judicial jurisdictions of government. For purposes of the developmental construct, the meaning of each of the terms attached to each arena is taken in a less-than-classical sense. Connotatively, the legislative arena encompasses the ability of government to make laws which enshrine policy; the executive arena deals with the abilities of government to execute legislation; the judicial arena deals with the abilities of government to interpret the intent of legislation enshrining policy. Within each of these arenas, the activities are directed toward the making of policies that reflect the values permeating society. Within each of these arenas, participants partake in the exercise of explicating megapolicy in real terms.

In the province of Alberta, the Legislature constitutes the legislative arena; activities surrounding the Premier, the Ministers, and the Deputy Ministers would constitute the executive arena; the court system within the province would be the judicial arena. It is within these three arenas that megapolicy and metapolicy are brought to bear to produce policies affecting the people of Alberta.

The legislative, executive, and judicial arenas can be identified

in other social organizations as, say, in a university. Activities surrounding the board of governors clearly belong to the legislative arena when such activity is directed toward regulating the activities on campus. The offices of president, various vice-presidents, and deans of faculties are representative of the executive arena. Mechanisms set up for the purposes of interpreting board of governors' policies belong in the judicial arena.

The three arenas may be identified in private enterprise as well. The board of directors of a large corporation such as General Motors, would be representative of the legislative arena, while the president, vice-presidents, and divisional managers may be considered as part of the executive arena of policymaking within the private corporation. The market place, as well as the stockholders, may constitute part of the judicial arena of the enterprise.

Functional relationships. There are three levels of functional relationships in policymaking: the policy level, the strategic level, and the operational level (Jantsch, 1970:38-39). At the policy level, policy is formulated through "intellective innovation" which includes the anticipating of policy antecedents, the designing of dynamic social systems compatible with anticipations, and a definition of roles for societal institutions (Jantsch, 1970:38).

At the strategic level, various activities are conceived in connection with the implementation of policy. Here, implications for the system, which may arise from the implementation of policy, are generated and examined. In other words, plans are made regarding the implementation of policy. Guidelines are generated to ensure that

the intent of idealized policy can be translated into action.

At the operational level, administrative activities associated with actual policy operationalization are initiated. These activities include application, allocation, and manipulation of system structure variables such as resources, personnel, markets and operations that would effect policy implementation.

The functional relationships become more dynamic in both the procedural and substantive sense when there is continual interaction between the three levels. Thus, policymaking may be perceived as a continual process within the construct. Jantsch (1970:39) suggests that "the . . . logical order is to proceed from the top down."

Time. Policymaking activities within the arena dimension and functional relationships dimension may be examined within three arbitrarily defined time frames. For purposes of historical accounting of policy decisions, strategy, and implementation, policymaking activities may be viewed retrospectively (Stringham, 1974:59). The same activities could be viewed in a current time frame to ascertain what activities are occurring at present within different functional levels, and within different arenas. Since policies are guides for future discretionary action (Stringham, 1974:17), policymaking may be assessed in a prospective mode to generate alternate process possibilities which would facilitate the making of policies that are in line with prevailing megapolicies (Stringham, 1974:38). In the prospective mode, one should be able to determine the policies needed to realize the intent of megapolicies.

Participants. The fourth dimension, which permeates all others, is that of participants. Unlike the rather stable characteristics possessed by each of the previously mentioned dimensions, the dimension of participants varies with arena, level, and time. By way of illustration, consideration need only be made of the participants involved in the legislative arena at various levels in policymaking. Within the legislative arena at the policy level, the participants may consist of elected officials, appointed officials, academics and/or professionals, various interest groups, various target groups, and the public-at-large. At the strategic level, the participants may consist of appointed officials, and academics and/or professionals. At the operational level, the participants may consist of appointed officials, professionals and various target groups.

The dimension of participants is intended to be variable for several reasons. First, it allows for flexibility in the construct to accommodate and account for the individuals, groups and instrumentalities that may have had a part in the analysis, formulation, planning and operational stages of policymaking in a particular arena. Second, the numbers and kinds of participants is not static, even in the matter of the making of one policy. The same is true when policymaking shifts from one arena to another. With the passage of time, the numbers and kinds of participants within arenas and levels also change. Third, the flexibility in the participant dimension allows for the generation and consideration of alternate policymaking patterns within the three stable dimensions of arena, level, and time.

Systems context. It is not enough to examine policymaking activities in terms of arena, level, time, and participants. Such examination would be enhanced through the consideration of activities within a systems context. Duke (1974:9) suggests that the systems model encompasses all the other six policymaking models identified by Dye (1975) in that ". . . the systems approach to policymaking recognises that the other models identified . . . are components of the total decision system." Thus, activities within each arena, level, and time frame involving various actors may be examined in terms of:

a) inputs--ranging from tangible inputs such as documents and physical materials to intangible inputs including intellectual, environmental and psycho-social factors;

b) processes--including both the intended and actual ways in which participants and inputs were, are, or will be involved in policymaking;

c) output--including activities and impacts (symbolic and tangible) of the results of inputs and processes (Dye, 1975:331).

This fifth dimension adds versatility to the developmental construct by facilitating the examination of differences in inputs, processes and outputs, (1) within an arena, (2) across arenas at the same level, (3) within levels over time, (4) across arenas over time, and (5) within arenas over time.

DIMENSIONAL RELATIONSHIPS

The systems dimension allows fuller retrospective examination of policymaking, fuller examination of current policymaking as well as the generation of alternate activities needed for prospective policymaking.

Hence, complete accounting of inputs, processes (through-puts) and outputs may be viewed as requisite to understanding of the policymaking process. Manipulation of these variables is viewed as essential to the improvement of the policymaking process within the "white box" since such manipulation would generate alternative policymaking avenues that may be assessed for their potential preferability. The systems dimension completes the developmental construct and enhances its adaptability. Central to this adaptability and dynamism are the numerous feedback loops within the construct.

Since the developmental construct depicts the dynamism of reality, the functional relationships between and among the five dimensions are also dynamic. Because the reality of policymaking is not static, it is conceivable that there is continual interaction between levels within arenas, between arenas at the same level and between arenas at differing levels. The depiction of the dynamism of the construct is illustrated by the following examples. If policy-making in the legislative arena in government is considered, the continuous interaction may be visualized as follows: changes in the value system within which government operates bring about gross inequities in the what is-ought state of a large sector of the society governed by the government. Several interest groups as well as the government civil service associated with operationalization of policy, recognize the discrepancy and through various means, alert various members of the legislature of its existence.

While policy is being formulated at the policy formulation level to alleviate the identified discrepancy, feasibility and implementation of various policy alternatives are explored at the strategic level. The

alternatives, generated at the policy level are input for the strategic level. Explorations of the feasibility of various alternatives at the strategic level serve as part of the input to the policy level. Once the "ideal" policy has been formulated, the final details regarding the plans for implementation are worked out at the strategic level. Procedures for implementation generated at the strategic level serve as input for the operational level where formulated policy becomes reality. Such policy is intended to reduce the discrepancy of the what is-ought state. Feedback regarding this reduction adds to the value system within which government and society exist. This serves as the start of another policymaking cycle.

While there is dynamic interplay between levels within one arena, there is also interplay between arenas at the same level. For example, at the operational level, interplay between the legislative, executive and judicial arenas does take place when policy is implemented. How policy is operationalized by the legislative arena depends upon, and influences the actions of ministers and deputies within the executive arena. Concurrently, existing legislation and activities of the judicial arena influence, and are influenced by the activities in the other two arenas. As always, precedents must be taken into consideration as well as the status of existing legislation.

Then, too, interaction between arenas at different levels may also be illustrated. Official pronouncements or edicts from within the executive arena at the policy level regarding the implementation of policy at the legislative level may be taken as a directive for the strategic level within the judicial arena. More concretely, a

cabinet announcement of the official stand of the government regarding the way labour policy is implemented may require the planning of court procedures to be used in subsequent court cases involving violators of legislation. Court decisions would then serve as precedents for other labour disputes involving the same legislation.

While the above examples illustrated the ways in which the construct can be used to depict the dynamism of reality, the approach used has been a superficial one. No attempt has been made to indicate the participants, inputs, through-puts, and outputs except to indicate that these components exist. The five dimensions of the construct allow each policymaker to choose the specifics within each dimension that are pertinent to the policy issue in question. As a result, the construct can be used in a variety of ways, least of which is the improvement of the quality of policies through the improvement of the policymaking process in the "white box."

THE UTILITY OF THE DEVELOPMENTAL CONSTRUCT

Although there is no empirical evidence at this stage to demonstrate that the developmental construct is of practical utility to the policy sciences discipline, the implications, however, are overbearing to the point that broad utility in the field of policy-making, and ultimately to policy sciences, is strongly anticipated. Dror suggests that the contents of policy sciences are policy analysis, megapolicy, metapolicy and realization strategy (Dror, 1971b:89). What follows, then, is an examination of the anticipated applications of the developmental construct in these four content areas.

Policy Analysis

Policy analysis is of two types: the behavioral, and the prescriptive or heuristic (Dror, 1971b:55). In the behavioral sense, the construct can be used in the retrospective mode to describe policymaking in the past, thus enabling a better understanding of policy antecedents. Similarly, a behavioral examination of policymaking of a more contemporary nature can also be accomplished by use of the construct. To facilitate examination of both retrospective and current policymaking, policymaking activities need to be classified as to arena and functional relationship level. Identification of participants, their inputs and outputs is central to such an assessment. Most important, identification of the processes or throughputs in which participants were involved can be attained within the developmental construct.

When used in Dror's prescriptive sense, policy analysis becomes a generation of policy alternatives and the subsequent selection of the most preferable alternative. To be able to generate and select alternatives, the "prescriptive" policy analyst may have to rely upon retrospective and current behavioral analysis techniques such as policy audit, policy outcome evaluation and policy research. The developmental construct facilitates the use of data from these techniques to generate policy prescriptives through policy experimentation and projection. Not only does the construct allow for the identification of participants, inputs, processes and outputs, it allows for the determination of the functional levels and arenas of involvement. By examining the possible combinations of variables of the five dimensions in a prospective mode, the policy analyst may anticipate the policy alternatives that might be generated. Once this is accomplished, preferable policy

alternatives may be selected for further pursuit.

The Setting of Metapolicy

The developmental construct may be used in the setting and establishment of metapolicy--the overall guide to policymaking. Generation of policymaking alternatives (i.e., identifying participants, inputs, processes and outcomes at various levels and time frames within the three arenas, and the dynamic relationships therein) enables the policymaker to develop or plan a policy on policymaking. The choice of one alternate plan over another(s) to be implemented for the making of policy can be considered to be metapolicy. That given alternative should specify the individual actors, interest groups, political parties, the elected and appointed officials, the documents, meetings, interviews, legislation, timing, anticipated improvements and other details necessary for the formulation, strategization and operationalization of policy.

The Generation of Megapolicy and Realization Strategy (Metapolicy Planning)

The developmental construct may be applied equally to generating megapolicy, and realization strategy or metapolicy planning. Trend changes in past inputs to the policy level in all arenas of policymaking should identify changes in the value system and subsequent shifts in megapolicies. Extrapolation of these trend changes via the developmental construct may generate further megapolicy shift requirements necessary to be consistent with changing value systems. Concurrent with generated megapolicy is the anticipation of metapolicies required to

guide the workings of the "black box." With the overall quality of policies in question, the metapolicy planned for should be instrumental in sharpening the effects of future megapolicy.

SUMMARY

It has been demonstrated that metapolicy and megapolicy each contribute to a better understanding of the policymaking process through a concept mix of meta-megapolicy. A paradigm was developed to describe the interdependent relationships between the two concepts as they pertain to policymaking in the real world. Central to the paradigm was a black box designated as the policymaking process--this is where the decisions, actions and activities related to policy take place. Based upon the paradigm, a developmental construct was presented; this construct holds potential for explaining the policy-making process as well as assisting in the improvement of such a process so as to enhance the quality of policies. Although the utility of the construct was explored in a limited way, empirical evidence is required to confirm that the construct does, in fact, have practical utility in improving public policymaking, and that the construct has theoretical value in furthering the policy sciences discipline. Possibly the developmental construct may be subjected to empirical scrutiny within the policymaking framework suggested by Dror (1968:163-164).

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